



9-1-1 PROGRAM

FUNDING GUIDANCE

Calendar Year 2016

January 1, 2016 – December 31, 2016

Act 12 of 2015 was signed into law on June 29, 2015. The legislation established a new funding program for public safety answering points (PSAPs) across the Commonwealth effective August 1, 2015. The new funding program includes a uniform 9-1-1 surcharge fee, a uniform 9-1-1 Fund for collecting surcharges, and updated procedures related to remitting and distributing surcharge revenues.

The purpose of this document is to provide 9-1-1 funding recipients with financial management standards and guidance for 9-1-1 funding program administration during calendar year 2016.

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INTRODUCTION

Act 12 of 2015 required the Pennsylvania Emergency Management Agency (PEMA) to complete a comprehensive inventory of each PSAP by March 31, 2016. The purpose of the inventory was to determine each PSAPs state of readiness for Next Generation 9-1-1 (NG9-1-1). With the successful completion of the inventory, a coordinated effort between all stakeholders is underway to leverage the data and establish a detailed NG9-1-1 implementation strategy.

Components of the NG9-1-1 implementation strategy include:

- Establishing a statewide NG9-1-1 plan
- Identifying and specifying options to connect the Commonwealth's PSAPs
- Identifying and specifying opportunities to share services/applications
- Adopting standards (technical, operational, administrative)
- Prioritizing and allocating funding in a coordinated effort across the Commonwealth

Detailed and specific statewide planning along with adopting standards is critical to the success of the 9-1-1 funding program. The statewide NG9-1-1 plan and standards will be relied upon to direct where 9-1-1 funds are allocated and to ensure these limited funds are used in the most effective manner as we progress under Act 12.

PEMA is directed by Act 12 of 2015 to establish guidelines, standards and reporting requirements for the administration of 9-1-1 systems in the Commonwealth of Pennsylvania. Counties are to ensure 9-1-1 service is provided in their jurisdiction and to comply with the guidelines, standards and reporting requirements established by PEMA (35 Pa. C.S. § 5304). Funding for 9-1-1 shall not be expended on a 9-1-1 system that does not conform to the standards and guidance published by PEMA (35 Pa. C.S. § 5306.1 (c) (2)).

The information in this document provides financial management standards and program guidance for recipients of 9-1-1 funding from PEMA in 2016. **Formula based funds (83 percent funds) will follow the same standards and guidance in place during the interim funding period (August 1, 2015 – December 31, 2015). New guidance has been included specifically for statewide interconnectivity funding (15 percent funds).** Compliance with these standards and guidance will be verified through the biennial audit process beginning in 2017.

All county representatives (fiscal, budget, controllers, commissioners, consultants, etc.) responsible for 9-1-1 funding should be familiar with this document.

Please note: For the purposes of this document, the term "county" includes the cities of Allentown and Bethlehem as these cities host a primary PSAP.

2016 FINANCIAL MANAGEMENT STANDARDS

BANK ACCOUNT

9-1-1 funds must be deposited and maintained in a restricted interest bearing account.

FINANCIAL MANAGEMENT SYSTEM

1. An accounting system must be in place that provides accurate and complete information about all financial transactions related to 9-1-1.
2. Each statewide interconnectivity project a county receives funding for must be tracked/accounted for individually.

ELIGIBLE USES OF 9-1-1 FUNDING

1. Funding shall only be used for reasonably necessary costs that enhance, operate or maintain a 9-1-1 system (35 Pa. C.S. § 5306.1 (c) (1)).
2. Prior year remaining 9-1-1 fund balances shall only be used for eligible 9-1-1 expenses. 9-1-1 funds shall not be transferred for General Fund use by the Commonwealth or counties. (35 Pa. C.S. § 5306.1 (c) (3))
3. Eligible uses for 9-1-1 funding are provided on the *2016 Eligibility Factors List* published by PEMA in consultation with the 9-1-1 Advisory Board.

Specific to Formula Based Funds (83 percent Funds)

4. Funds may be used for eligible expenses incurred in calendar year 2016. Funds may not be used for prior year expenses or to offset prior year deficits.

Specific to Statewide Interconnectivity Funds (15 percent Funds)

5. Statewide interconnectivity funds must be used for eligible expenses directly related to the awarded project; counties may not combine or reallocate statewide interconnectivity funds.

FUND TYPE and BASIS OF ACCOUNTING

PEMA has not required that a specific type of fund be used to account for 9-1-1 operations through 2016. However, counties must ensure and be able to show that 9-1-1 revenue received was used only for reasonably necessary costs that enhance, operate or maintain a 9-1-1 system in accordance with the 2016 Eligibility Factors List.

ACCOUNTING RECORDS

1. Accounting records must be supported by source documentation such as invoices, contracts, lease agreements, time sheets, bank statements, cancelled checks, etc.
2. Records must be preserved for at least three years following the submission of the Combined Report or in compliance with the county record retention policy; whichever is longer.

REPORTING

The Combined Report must be completed using the accrual basis of accounting.

2016 FUNDING PROGRAM INFORMATION

REVENUE GENERATION

A uniform surcharge fee of \$1.65 is in effect across all service types. With the exception of prepaid wireless service, providers are to assess and collect the uniform surcharge monthly and forward the amount collected quarterly to the Commonwealth for deposit into the 9-1-1 Fund. The due date for providers to remit the funds to the Commonwealth is 15 days after a calendar quarter ends.

Prepaid wireless service – The uniform surcharge on prepaid wireless service is charged and collected by retailers and remitted to the Commonwealth with the same due dates as a retailer’s sales/use tax returns (usually monthly or quarterly).

2016 REVENUE DISTRIBUTION

The interim distribution formula provided in Act 12 will continue to be used throughout 2016. Each quarter, PEMA will determine the amount of funding available in the 9-1-1 fund for distribution.

Per the interim distribution formula, 9-1-1 funding is distributed each quarter as follows:

- 83 percent is distributed to the PSAPs by formula each quarter.
- 15 percent of the funding is set aside to be used by PEMA to establish, enhance, operate or maintain statewide interconnectivity of 9-1-1 systems.
- Up to 2 percent of the funding may be retained by PEMA for administrative expenses.

83 PERCENT - FORMULA BASED PAYMENTS TO THE PSAPs

2016 FORMULA

The same formula used to calculate payments in the interim funding period will be used throughout 2016. Formula based payment amounts are determined using the following two-part calculation:

Part I:

- A share equivalent to 106 percent times (x) a PSAP’s average 5 year wireline revenue from 2010 - 2014.
- A share equivalent to 106 percent times (x) a PSAP’s average 5 year VoIP revenue from 2010 - 2014.

Part II:

- Any remaining funds will be distributed based on the ratio of a PSAP’s average 5 year reported expenditures to the total 5 year average reported expenditures from 2010 – 2014 for all PSAPs.

PAYMENT AMOUNTS and CALCULATIONS

Each quarter, 9-1-1 Fund revenue and formula payment calculations for each county are posted to PEMA’s website at the following link: http://www.pema.pa.gov/9-1-1/Pages/E-9-1-1-REPORTS.aspx#.Vw_cHKTD-Uk

2016 QUARTERLY PAYMENT SCHEDULE

A schedule of the formula based payments in 2016 is shown below in *Figure 1*. **Counties should report these payments as revenue in 2016.**

Figure 1 – 2016 Quarterly Payment Schedule

CALENDAR QUARTER		DUE DATE FOR PROVIDERS TO REMIT SURCHARGE REVENUE	DATE PAYMENT RECEIVED BY COUNTY (ESTIMATED)
1 st	January – March	April 15, 2016	May 6, 2016
2 nd	April – June	July 15, 2016	August 5, 2016
3 rd	July – September	October 15, 2016	November 7, 2016
4 th	October - December	January 15, 2017	February 6, 2017

15 PERCENT - STATEWIDE INTERCONNECTIVITY FUNDS

Of the revenue collected quarterly, 15 percent is set aside to connect 9-1-1 systems statewide. Per Act 12, this funding shall be used by PEMA to establish, enhance, operate or maintain statewide interconnectivity of 9-1-1 systems.

STATEWIDE INTERCONNECTIVITY FUNDING DISTRIBUTION

Statewide interconnectivity funding made available to the counties will be distributed through an annual grant process. Please see Appendix A for the projected 2016 statewide interconnectivity funding process timeline.

2016 GRANT PROGRAM OBJECTIVES/PRIORITIES:

In addition to establishing connectivity, the results of the PSAP inventory show that substantial capital expenses are expected for the commonwealth's PSAPs through 2018. It is anticipated that statewide interconnectivity funding will not be enough to establish connectivity statewide and address every PSAPs needs in the commonwealth through 2018. Therefore PEMA, in consultation with the 9-1-1 Advisory Board, has established objectives/priorities for the use of statewide interconnectivity funding in 2016.

Counties may apply for specific projects that align with the objectives/priorities set by PEMA in consultation with the 9-1-1 Advisory Board for 2016. Please see Figure 2 on the following page for a listing of the priorities and the types of projects that will be considered for funding.

The statewide NG9-1-1 plan and standards will be leveraged to set priorities and direct where statewide interconnectivity funds are allocated in future application periods.

Figure 2 – 2016 Objectives/Priorities Statewide Interconnectivity Funding

PRIORITY	TYPES OF PROJECTS CONSIDERED FOR FUNDING:
1. Voluntary Consolidation Connectivity	<p>Voluntary PSAP consolidation projects focused on sharing critical infrastructure components and optimizing PSAP interconnectivity.</p> <p><i>Voluntary consolidation of PSAP operations and/or technology reduces 9-1-1 expenses, while maintaining an appropriate level of service for the community.</i></p>
2. Statewide Interconnectivity	<p>PSAP-to-PSAP connectivity projects focused on:</p> <ul style="list-style-type: none"> • Areas of the state that lack broadband network connectivity to allow for inter-PSAP communications. • Optimizing existing statewide emergency services IP networks. In addition to enhancing existing ESInets, implementing next generation core services (NGCS). <p><i>Implementing statewide PSAP-to-PSAP interconnectivity is a key requirement of Act 12.</i></p>
3. Commonwealth-wide/Region-wide Initiatives	<p>Commonwealth-wide or Region-wide projects focused on:</p> <ul style="list-style-type: none"> • Shared resource deployment of key core service systems. <p><i>With centralized acquisition, operations, and management, key systems including management information systems (MIS), call-handling solutions, and computer-aided dispatch (CAD) systems can be shared by multiple PSAPs, at a fraction of the cost. Hosted solutions provide the flexibility for 9-1-1 operations to consolidate or eliminate costly capital replacement requirements compared with independent and non-shared technology systems.</i></p>
4. Regionalization	<p>Projects for two or more PSAPs focused on:</p> <ul style="list-style-type: none"> • Co-locating facilities and/or equipment to reduce technology, operational, and/or infrastructure costs. <p><i>Co-locating facilities, personnel, and/or equipment decreases duplicative expenses without affecting system performance or required 9-1-1 system redundancy.</i></p>

2016 GRANT LIFECYCLE – STATEWIDE INTERCONNECTIVITY FUNDING

1. Application
2. PEMA review
3. 9-1-1 Advisory Board review, comment, and recommendations
4. Award notification
5. Grant agreement
6. Payment
7. Reporting
8. Closeout

APPLICATION

An application for statewide interconnectivity funding will be released to the counties on June 10, 2016. Information Bulletin 2016-2 provides step by step instructions for completing the grant application.

Counties may apply for specific projects that align with the objectives/priorities set by PEMA in consultation with the 9-1-1 Advisory Board for 2016.

WHERE TO APPLY

Grant applications are to be completed and submitted via the PEMA 9-1-1 Webtool.

APPLICATION DUE DATE

The due date for completed applications to be submitted is by midnight July 10, 2016.

After initial due date of July 10, 2016, counties may submit an application ONLY for critical or emergency projects that cannot wait until the next application period in September 2017. Please contact PEMA to open the application. Critical project applications will follow the same grant lifecycle process.

GRANT APPLICATION OVERVIEW

The grant application consists of four sections:

- I. Project Contact and Details
- II. Project Description
- III. Project Work Plan (timeline and milestones)
- IV. Project Budget

SECTION I. PROJECT CONTACT and DETAILS

Counties will be required to provide the following information for each project:

- Project title
- Objective/priority
- Contact information for the project lead

SECTION II. PROJECT DESCRIPTION

Counties are required to provide a description of their project by providing detailed responses to the questions below. This section provides counties with the opportunity to inform PEMA and the 9-1-1 Advisory Board about the problem or need the project will address and how it relates to the priorities established for statewide interconnectivity funding in 2016.

- What will this project accomplish?
- Why is this project needed?
- Where will the work occur?
- What is the completion date?

SECTION III. PROJECT WORK PLAN

Counties will be required to provide milestones and a timeline for each project. Milestones must be broken down into quantifiable (measureable) tasks and show the full scope of the project from beginning to end. Applicants and PEMA staff will most likely work together to refine and articulate appropriate and reasonable milestones during the application review process. Milestones are a critical piece of the grant process as they effect the disbursement of funds.

What is a milestone?

A milestone is a reference point that marks a major event in a project and is used to monitor the project's progress. Milestones should present a clear sequence of events that will incrementally build up to the completion of the project.

How to develop your milestones:

Identify the different critical tasks needed from start to finish in order to complete the project that will be funded with statewide interconnectivity funds. These critical tasks represent a major event in your project and will be your milestone markers.

Example milestones:

- *Establish a 150 MB/s microwave connection between the Alpha 01 and Beta 05 sites.*
- *Place the existing B side of Alpha County's CPE in Delta County's PSAP.*

SECTION IV. PROJECT BUDGET

Applicants will be required to provide a project budget for each milestone by county using the cost type and cost category from the 2016 Eligibility Factors List. The project budget will be used to determine the amount awarded to each county involved in the project. The project budget must be a reasonable estimate of what the project will actually cost. PEMA may request documentation to support any portion of a project budget submitted.

Project budgets should be a financially stated goal that gives counties a means for measuring:

- Success during the project
- Project management

PROJECT GUIDELINES:

For projects involving multiple counties, a joint application is to be submitted. The joint application is to be submitted by a lead county.

A county may apply for a standalone or single-county project only if it is not part of a multicounty project. (i.e. a single connection needed to complete an ESInet)

All project applications submitted will be visible to all users who have access to the webtool.

PEMA is focused on demonstrating progress towards statewide interconnectivity and NG9-1-1. Counties should only apply for projects for which they will be able to demonstrate reasonable progress towards completion by September 2017. For projects that may not be mature yet, the next application period for statewide interconnectivity funding is tentatively scheduled for mid to late 2017.

APPLICATION REVIEW

PEMA 9-1-1 Office will perform an initial review of the submitted applications for:

- Alignment with the 2016 objectives/priorities
- Accuracy
- Completeness
- Eligibility
- Appropriate and reasonable milestones

PEMA 9-1-1 Office staff will work with applicants to make any necessary adjustments.

AWARD NOTIFICATION/GRANT AGREEMENT

PEMA, in consultation with the 9-1-1 Advisory Board, will review the project applications and rank the projects in order to be funded on the Project Ranking List. Grant awards will be made by project up to the amount of funding made available by PEMA in order of their ranking.

Funds remitted to the commonwealth for the 1st quarter of 2017 and subsequent quarters will be set aside for the next application period in September 2017. Counties will be notified of any funds awarded in writing.

Factors taken into account when making funding decisions will include but are not limited to:

- Objectives/Priorities
- Cost Effectiveness
- Inventory results
- NG9-1-1 implementation strategy
- Standards
- Operational need
- Financial need
- Other funding sources
- Probability/timeliness of completion.

A county may be awarded funds for multiple projects. **Funds must be used for the awarded project; counties may not combine project awards or reallocate statewide interconnectivity funds.**

Unlike the wireless funding application process, statewide interconnectivity funding will not be prorated. A county is not guaranteed to be awarded a portion of the statewide interconnectivity funding in a given year.

GRANT AGREEMENT/PAYMENT

A grant agreement will be entered into between PEMA and each county awarded funds. Funds cannot be disbursed until there is a fully executed grant agreement between the state and the grantee. Counties are required to provide a work plan (timeline and milestones) as part of their application. PEMA will advance funds per milestone as they are completed. The last milestone will be on a reimbursement basis. Remaining balances from previous milestones will be taken into account as part of the reimbursement/closeout process.

CANCELLATION OF GRANTS

PEMA retains its discretion to cancel grant agreements, as a last resort, for failure to comply with the terms of the executed agreement. The following are examples of actions that may result in a Grantee's loss of funding. This is not a complete list:

- Grantee fails to demonstrate progress towards completion of a project.
- Grantee fails to complete the funded project.
- Grantee changes the scope of the project.
- PSAPs identified in the work plan or application are changed without approval from PEMA.

REPORTING

A new schedule (Schedule B) will be added to the 2016 Combined Report for tracking progress on statewide interconnectivity projects and reporting project costs. Counties should treat statewide interconnectivity payments as grant payments and record them as revenue in the period received.

For statewide interconnectivity payments received at the beginning or end of a year:

- Counties have discretion over which year the revenue is recorded.
- If a statewide interconnectivity payment is recorded as revenue in a different year than it was received, the county is required to notify PEMA to ensure the Combined Report is accurate.

CLOSEOUT

County Responsibilities:

- Mark the project "Completed" on Schedule B
 - Ensure all project costs have been entered on Schedule B
- Please note: Counties are advised to be thorough when closing out a project. Any remaining funding from a project will be added to the fund balance that is allocated to projects based on the ranking list. The opportunity to make adjustments after a project is closed out may not be available.**

PEMA Responsibilities:

- Verify project completion
- Review all costs for eligibility
- Disburse the final payment for unreimbursed costs

2016 ELIGIBILITY

Eligible uses for 9-1-1 funding are provided on the *2016 Eligibility Factors List* published by PEMA in consultation with the 9-1-1 Advisory Board.

Formula Based Funds (83 percent Funds)

Counties have discretion over how 9-1-1 funds are spent; provided the funds are used for eligible items and activities related to the provision of 9-1-1 services. The intent is to provide PSAPs with the flexibility to prioritize and spend funds as they see fit to meet their specific PSAP's or region's needs. It is incumbent upon the county to manage their 9-1-1 funding to meet current and future needs.

The Eligibility Factors List groups costs that enhance, operate or maintain a 9-1-1 system by *Cost Type and Cost Category*. For each *Cost Category*, general criteria are provided in the *Eligible Uses* column that counties use to determine and justify eligibility. The Eligibility Factors List is not intended to identify eligibility for specific items.

How to use the Eligibility Factors List:

The following process should be used by counties to determine eligible uses of funding:

1. Does the item fit into a Cost Type?
 - Yes – Refer to the Cost Categories and Eligible Uses for that Cost Type.
 - No – The item is ineligible.
2. Does the item fit into the Eligible Uses criteria for a Cost Category?
 - Yes - The item is eligible.
 - No - The item is ineligible.

Counties will be required to report all costs funded by their formula based funds (83 percent funds) in 2016 on Schedule A of the 2016 Combined Report. For each cost, counties are required to provide enough detail on the Combined Report for the PEMA 9-1-1 Office reviewer to determine:

- What the item is
- How the cost meets the Eligible Uses criteria

PEMA will compare the items reported on Schedule A to the 2016 Eligibility Factors List and supporting documentation where applicable to determine if the item met the eligibility guidelines. Items considered to be ineligible are required to be funded by another revenue source.

Statewide Interconnectivity Funds (15 percent Funds)

Statewide interconnectivity funds must be used for their intended purpose. Counties may not combine statewide interconnectivity project awards or reallocate statewide interconnectivity funds.

Project expenses must meet the eligible uses criteria on the 2016 Eligibility Factors List.

2016 REPORTING

PSAPs are required to submit a Combined Report for calendar year 2016. The due date for this report is tentatively scheduled for March 31, 2017. An Information Bulletin providing specific instructions regarding completion of this report will be provided in the near future.

AUDIT/MONITORING

The new legislation requires a biennial performance audit of each PSAP's use of the disbursements it has received from the fund. Audits, performed under the new legislation, will be funded from PEMA's 2 percent administrative funding. PEMA is in the process of contracting with an independent public accounting firm to perform the biennial audits. The audit process is expected to begin in early 2017 covering calendar years 2015 and 2016.

Compliance with the financial management standards and guidance will be verified through the biennial audit process. PEMA will work with funding recipients to address any areas of noncompliance discovered during the audit process. Recipients of 9-1-1 funding that continually are unable to meet the standards set by PEMA may face increased oversight. Increased oversight may include, but is not limited to, any of the following:

- Requirements that payments from PEMA be reimbursements
- Documentation supporting project costs are submitted regularly
- Ineligibility to receive consideration for statewide interconnectivity funding

Counties are expected to maintain a state of audit readiness; records related to the financial and programmatic aspects of 9-1-1 operations should be readily accessible for audit.

UPCOMING CHANGES IN 2017

NEW FUNDING FORMULA

PEMA, in consultation with the 9-1-1 Advisory Board, has until February 1, 2017 to adopt and implement a new funding distribution formula. A 9-1-1 Advisory Board subcommittee has been established to recommend a new funding formula. Any new formula adopted will not take effect until January 1, 2017 for county budgeting purposes.

GUIDANCE WILL BE ISSUED ON THE FOLLOWING REQUIREMENTS IN ACT 12

Anti-windfall provision:

The total annual disbursement from the fund to any one 9-1-1 system may not exceed the actual annual costs to enhance, operate or maintain that 9-1-1 system in accordance with the statewide 9-1-1 system plan. 35 Pa. C.S. § 5306.1 (e) (6).

Amortization, Depreciation, and Allocations to Capital and Operating Reserves:

Actual costs may include amortization or depreciation of allowable capital costs of the 9-1-1 system as determined using generally accepted accounting principles and approved plan allocations to capital and operating reserves, if approved by the agency. 35 Pa. C.S. § 5306.1 (e) (6).

FINANCIAL MANAGEMENT STANDARDS

New Financial Management System Requirement:

The accounting system must have the ability to track activities funded by 9-1-1 separately from non 9-1-1 funded activities.

New Fund Type Requirement:

Counties will be required to account for all 9-1-1 activity in a single restricted fund on the accrual basis of accounting. Guidance will be forthcoming that specifies the type of fund to be used.

New Accounting Records Requirements:

- Accounting records must be kept current and provide reliable information upon which to base management decisions and allow the preparation of financial statements in accordance with generally accepted accounting principles.
- Counties are expected to maintain a state of audit readiness; records related to the financial and programmatic aspects of 9-1-1 operations should be readily accessible for audit.

New Chart of Accounts Requirement:

Expense records must be at least as detailed as the Cost Categories provided in the Eligibility Factors List.

APPENDIX A – 2016 STATEWIDE INTERCONNECTIVITY FUNDING PROCESS

1. Application	<ul style="list-style-type: none">• June 10, 2016 - Application release date.• July 10, 2016 - Due date to PEMA.
2. Initial Review	<ul style="list-style-type: none">• July 29, 2016 - Estimated completion date.• Please note: The completion date may be shortened or extended based on the number of applications submitted.
3. 9-1-1 Advisory Board Review & Comment	<ul style="list-style-type: none">• August 26, 2016 - 9-1-1 Advisory Board review, comment and recommendation period ends.
4. Award Notification	<ul style="list-style-type: none">• September 2, 2016 - counties notified of project award(s).
5. Grant Agreement	<ul style="list-style-type: none">• October 21, 2016 - estimated date grant agreements are fully executed.
6. Payment	<ul style="list-style-type: none">• Counties should expect payment within 30 days after the grant agreement is fully executed.• Payment amounts are based on the budget for the 1st milestone.
7. Reporting	<ul style="list-style-type: none">• Counties report as they progress on their projects.• Please note: the second payment will not be released until the 1st milestone is marked complete.
8. Closeout	<ul style="list-style-type: none">• Counties should ensure all project expenses are reported.• Then counties should mark the last milestone completed to declare the project final and start the reimbursement process.
2017 Funds	<ul style="list-style-type: none">• 2017 funds will be set aside for the next application period.
Next Application Period	<ul style="list-style-type: none">• The next application period will take place in mid to late 2017 to put the statewide interconnectivity funding process on a calendar year going into 2018.
*Critical/Emergency Projects	<ul style="list-style-type: none">• After the initial application due date of July 10, 2016, an application may be submitted ONLY for any critical or emergency projects.• Critical/Emergency applications will follow steps 1 - 8.